

Message Text

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ACTION EUR-12

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E. O. 11652: N/A
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SUBJECT: DISCUSSIONS WITH CIVIL AVIATION OFFICIALS

REFS: A. MOSCOW 8039, B. MOSCOW 7849

SUMMARY: SOVIET MINISTRY OF CIVIL AVIATION NEW AEROFLOT
NORTH AMERICAN REPRESENTATIVES SAMORUKHOV REHEARSED
FAMILIAR ARGUMENT LAST WEEK THAT PANAM AND AEROFLOT BE
ALLOWED TO DISCUSS TERMS OF NEW CIVAIR AGREEMENT WITHOUT
GOVERNMENT INVOLVEMENT. SAMORUKHOV ALSO INDICATED INTEREST
IN FUTURE DISCUSSIONS ON REVENUE POOLING AGREEMENT BUT
REITERATED PAST SOVIET CONDITIONS FOR SUCH AN AGREEMENT.
END SUMMARY.

1. AT FAREWELL LUNCH HE HOSTED FOR KEN YALOWITZ ON JUNE 24,
SAMORUKHOV ASSERTED OLD THEME THAT PAN AM AND AEROFLOT
SHOULD BE PERMITTED TO DISCUSS NEW CIVAIR AGREEMENT WITHOUT
GOVERNMENT INVOLVEMENT. HE ARGUED THAT GOVERNMENT
NEGOTIATORS CANNOT BE FAMILIAR WITH ALL THE VARIOUS INTRICATE
DETAILS. SAMORUKHOV POSITED THAT AT THE LAST ROUND OF
TALKS IN MARCH, THE US SIDE HAD SOUGHT A SETTLEMENT ON ITS
TERMS WHICH WAS UNACCEPTABLE TO THE SOVIETS. THE US, HE
SAID, DID NOT PRESENT A COMPREHENSIVE PROGRAM, WHEREAS
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THE SOVIETS HAD, BUT THE SOVIET APPROACH WAS REFJECTED BY
THE CHIEF US NEGOTIATOR.

2. E/C COUNSELOR RESPONDED THAT SAMORUKHOV'S PROPOSED
AIRLINE TALKS DO NOT TAKE INTO ACCOUNT SERIOUS BILATERAL
ISSUES ON GOVERNMENTAL LEVEL WHICH HAVE LED TO PRESENT
IMPASSE. NO ONE PREVENTS AIRLINES FROM TALKING AND PROPOSING

SOLUTIONS TO GOVERNMENTS, BUT IN VIEW OF DIFFERENCES BETWEEN US AND SOVIET SYSTEMS, NEGOTIATED AGREEMENT MUST BE SOUGHT ON GOVERNMENT LEVEL. GOVERNMENT INTEREST MUST BE RECOGNIZED BY BOTH SIDES. MOREOVER, HE SAID THE USG HAD PRESENTED A PACKAGE SOLUTION LAST MARCH, BUT THE SOVIETS HAD NOT APPEARED TO REALIZE THIS AND HAD TRIED TO ACCEPT ONLY THOSE PARTS THEY DEEMED FAVORABLE.

3. NOTING THAT POOLING HAD BEEN MENTIONED BY SOVIETS IN MARCH NEGOTIATIONS, EMBOFF ASKED IF THE SOVIET WOULD BE INTERESTED IN A REVENUE POOLING ARRANGEMENT ALONG THE LINES OF THE DUTCH/SOVIET AGREEMENT OF LAST NOVEMBER. SAMORUKHOV RESPONDED POSITIVELY, BUT SAID A 50-50 REVENUE SPLIT WOULD BE POSSIBLE ONLY IF BOTH AIRLINES FLY THE SAME NUMBER OF FREQUENCIES. HE ALSO AGREED WITH THE OBSERVATION THAT THE REVENUE POOLING OPTION HAD NOT BEEN FULLY EXPLORED IN 1976 BUT THAT THIS SUBJECT SHOULD NOW BE LEFT TO THE AIRLINES FOR DISCUSSION.

4. SAMORUKHOV EXPECTS TO LEAVE MOSCOW ON JUNE 29, VISIT WASHINGTON (JULY 1 AND 2), MONTREAL AND THEN ARRIVE IN NEW YORK ON JULY 7. HE WILL VISIT MEXICO IN SEPTEMBER. HE COULD NOT SAY FOR SURE WHETHER HE WILL BE DESIGNATED TO NEGOTIATE WITH EB/OA DIRECTOR STYLES ON BILATERAL ISSUES. SAMORUKHOV DID MAKE A POINT OF SHOWING EMBOFF HIS VISA WHICH LISTED HIM AS AEROFLOT REP AND NOT A REP OF THE MINISTRY. LIMITED OFFICIAL USE

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SAMORUKHOV SAID HIS SUCCESSOR AS DEPUTY CHIEF OF THE INTERNATIONAL RELATIONS DEPARTMENT IS MR. MESHKOV (FNU), FORMERLY ASSISTANT TO THE MINISTER. SAMORUKHOV WAS UNCERTAIN WHETHER MESHKOV WOULD BE RESPONSIBLE FOR US-SOVIET AFFAIRS. APPARENTLY PROTOCOL CHIEF KURKOV WILL ACT ON AN INTERIM BASIS.

5. FINALLY, SAMORUKHOV OBSERVED THAT THE SOVIET NOTE OF JUNE 4, REFTEL, WAS A COMPLETE PRESENTATION OF THE USSR POSITION. HE CONCEDED THAT NOTE MAY HAVE PUT THE SOVIET CASE IN A SOMEWHAT ONE-SIDED MANNER. COUNSELOR RESPONDED SOLUTION TO PROBLEM SITUATION WHERE NEITHER US NOR USSR BENEFIT AT PRESENT WILL REQUIRE SOME COMPROMISE FROM SOVIET SIDE, TOO; OTHERWISE THE IMPASSE WILL CONTINUE.

6. AT EVENING RECEPTION JUNE 23, YURI SMUROV, MANAGER US, CANADA AND LATIN AMERICA, INTERNATIONAL RELATIONS DEPT., MINISTRY OF CIVIL AVIATION, ASSERTED TO EMBOFF THAT USSR HAD "PROPOSED" NEW ROUND OF BILATERAL TALKS ON JUNE 4 NOTE, BUT US SIDE HAD NOT YET RESPONDED. EMBOFF RESPONDED THAT SOVIET PROPOSAL WAS LINKED WITH PROGRAM PRESENTED AT LAST

SET OF TALKS WHICH US HAD FOUND UNACCEPTABLE. HE SAID THE NOTE WAS, HOWEVER, BEING GIVEN DUE CONSIDERATION.

7. COMMENT: SAMORUKHOV'S MESSAGE WAS AN REITERATION OF AN OLD LINE--LEAVE THE AIRLINES ALONE TO RESOLVE THEIR OWN PROBLEMS. HIS REASON FOR PUSHING IT SEEMS CLEAR WHEN IT IS JUXTAPOSED TO HIS REPEATED REFERENCES TO THE "TOUGHNESS" OF THE US POSITION. SAMORUKHOV DID NOT VOLUNTEER ANY IDEAS AS TO WHEN HE THOUGHT BILATERAL TALKS MIGHT RESUME AND WAS COY WHEN ASKED ABOUT HIS OWN ROLE.

8. OUR VIEWS ON THE SUBSTANCE AND TACTICS OF THE US RESPONSE TO THE JUNE 4 SOVIET NOTE IN LIGHT OF THESE LIMITED OFFICIAL USE

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CONVERSATIONS ARE BEING REPORTED SEPTTEL.
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Disposition Case Number: n/a
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